S920222

MAY

BENEFITS TO FOREST RECREATION FROM PILOT END-RESULTS BUDGETING

ROBERT L. MAY
FORESTER, RECREATION

Mark Twain National Forest
314-364-4621

CLEMSON CLASS OF 1987
January, 1989 - Final Draft

This paper was prepared as a student project in partial fulfillment of the requirements of the professional development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest service policy, nor are the options expressed those of anyother other than the author.

87

ABSTRACT

Author: Robert L. May
Forester, Recreation
Mark Twain National Forest
401 Fairgrounds Road
Rolla, MO 65401

Title: The "Big Bucket" Approach: Benefits to Forest Recreation Program from Pilot Study End-Results Budgeting.

Abstract: This report presents the results of a study to evaluate the "Big Bucket" approach to financing as it affects the Mark Twain National Forest's Recreation program.

Part of the Mark Twain National Forest Pilot Study, which began in FY 1986, to test different ways of managing its resources, the "Big Bucket" approach to financing incorporates many functional funding sub-categories into a few large funding appropriations.

The evaluation used three methods: (1) interviews of Forest personnel, (2) an analysis of the Forest Budget, and (3) a questionnaire sent to Ranger District personnel.

Though the Forest still needs to significantly improve its programs, the results of the evaluation show that "Big Bucket" has permitted increased spending for Recreation needs. In addition, it has accounted for the development of a more positive attitude toward the role of Recreation in Forest programs and encouragement of better planning for Recreation programs.

TABLE OF CONTENTS

ABSTRACT	ii
TABLE OF CONTENTS	iii
EXECUTIVE SUMMARY	iv
INTRODUCTION	1
EVALUATION	2
1. Methods of Evaluation	2
2. Areas Evaluated	2
3. Specific Evaluation	3
3.1 Recreation Facilities	3
3.2 Operation of Recreation Program	4
3.3 Attitude of Recreation Personnel	6
3.4 Planning in Recreation Management	7
3.5 Financial Analysis of Recreation Management	8
4. Conclusions	10
4.1 Strengths	10
4.2 Weaknesses	10
5. Recommendations	11
APPENDICES	
A. "Analysis of Expenditures"	12
B. "Discussion of 'Other' Resources Changes"	13
C. "Sample Questionnaire"	14
D. MTNF Pilot Study Results-Year Two	15
E. Prospectus	18
LIST OF FIGURES	
Figure 1. Responses Concerning Recreation Facilities	3
Figure 2. Responses Regarding Program Operation	5
Figure 3. Responses About Attitude	6
Figure 4. Responses Relating to Planning	7
Figure 5. Analysis of Expenditures	9

BACKGROUND

In FY 1986, the Mark Twain National Forest began a Pilot Study of different ways to more effectively manage its resources. One new item tested was a method of financing known locally as the "Big Bucket" approach. In this method, funds are allocated to each unit (Ranger District) by a few general funding categories (appropriations) rather than by several specific sub-categories (functions). The functional "pails" were poured into a "Big Bucket" in an attempt to give District Rangers more flexibility than they had before in determining and funding Ranger District programs.

PURPOSE

The purpose of this report is to present to the Forest Supervisor the results of a study conducted to evaluate the effectiveness of the "Big Bucket" funding approach in improving the Forest Recreation Program.

METHODS OF STUDY

The study used three methods to evaluate the strengths and weaknesses of the "Big Bucket" approach--interviews of Forest personnel, an analysis of the Forest budget, and a questionnaire sent to Ranger District personnel. These methods were applied to four areas of the Forest Recreation Program--(1) facilities, (2) operation, (3) attitude, and (4) planning.

CONCLUSIONS

The strength of the "Big Bucket" approach is the flexibility it allows the District Rangers to use funds for programs and facilities they consider high priority. This flexibility has enabled the Forest to spend more "extra" money (i.e., dollars realized from savings/efficiencies) on direct recreation needs than on all other resources combined ($90,000 out of a total $175,000). "Big Bucket" has also led to the development of a more positive attitude toward the role of recreation in the Forest and to more effective planning within the Recreation Program.

Despite these considerable improvements, much still needs to be done in improving attitudes of Forest personnel about Recreation and in creating specific Recreation goals.

RECOMMENDATIONS

1. Continue the "Big Bucket" approach to financing.

2. Make Recreation an equal multiple use; the Forest Supervisor must validate and ensure District Ranger commitment.

3. A definite sense of Recreation goals should be developed at all levels of Forest personnel.

INTRODUCTION

In 1986, the Forest Service Chief selected the Mark Twain National Forest (MTNF) to conduct a Pilot Study of new ways of doing business. During the past two years, the MTNF has employed many different approaches toward being less restrictive and more innovative in conducting programs. One of these different ways is a creative financing approach known locally as the "Big Bucket."

In the "Big Bucket" approach, funds are allocated to each unit (Ranger District) by a few general funding categories (appropriations) rather than by several specific sub-categories (functions). In other words, many functional "pails" are poured into a few appropriate "big buckets." The purpose of this "big bucket" method is to allow the local manager (District Ranger) greater flexibility in accomplishing needed work and to encourage a more enterprising approach to overall resource management. Before "Big Bucket", the District Ranger had to stay safely within the boundaries determined by the Forest Supervisor. Now, through this less confining financing method, the District Ranger should be able to develop a stronger sense of entrepreneurship at the local level. In addition, accounting, because it is no longer just total expenditures equalling planned expenditures, should more accurately reflect the needs and goals of the Ranger District.

Some other than traditional accomplishments have been realized during the Pilot Study, yet we were uncertain as to the Study's direct impact. Therefore, the Forest Supervisor asked me to conduct an investigation to determine how well the "Big Bucket" program has worked in the area of Recreation Management.

The purpose of this report is to advise the Forest Supervisor concerning the strengths and weaknesses of the "Big Bucket" program.

EVALUATION OF THE "BIG BUCKET" APPROACH

1. Methods of Evaluation

To determine the effectiveness of the "Big Bucket" approach in the area of Recreation Management, I considered, at first, comparing our program with those of other Forests and agencies. (The Department of Defense, for example, is conducting a similar experiment at nearby Ft. Leonard Wood, but no assessment of its effectiveness is available at this time.) After discussion with Forest personnel, I decided, however, that enough information exists to evaluate the "Big Bucket" program by itself. In my investigation, I used the following tools:

** personal interviews with various levels of Forest personnel, including District Rangers, Assistant Rangers, Technicians, Business Management personnel, and the Forest Pilot Study Coordinator.

** Pilot Study Results - year two (1987), an assessment of accomplishments indicating overall management improvement attributable to "Pilot Posture." Additionally, a budget expenditure analysis of the past four years that paid particular attention to trends or shifts in priority spending the past two years. (The budget analysis and discussion may be seen in Appendices A and B).

** a questionnaire given to all Ranger District personnel involved in Recreation Management. This questionnaire consisted of a series of statements to which the respondents indicated degrees of agreement or disagreement. In order to encourage candor, all responses were kept anonymous. (A copy of the complete questionnaire appears as Appendix C).

2. Areas Evaluated

These three tools--the interviews, the budget expenditure analysis, and the questionnaire--addressed the following four areas of concern for Recreation Management:

Facilities - Are the campgrounds, picnic areas, trailheads better maintained and attractively presented?

Operation - Have the overall operations of the Recreation Program improved so that the public needs are better served?

Attitude - Does the Forest place a higher priority on the recreation program so that Recreation personnel reflect greater pride in their work and a stronger concern for safety?

Planning - Is the Recreation personnel more actively and effectively planning for recreational uses of the Forest than before?

3. Specific Evaluation

The interviews, budget analysis and questionnaire responses indicate that the "Big Bucket" approach has not universally resulted in better facilities or a more effective operation. It has worked, however, to improve significantly the morale of the Recreation Management personnel.

3.1 *Recreation Facilities*

Although an eight percent increase in expenditures has occurred in 1987 on improving recreation facilities, the recreation facilities still need to be better maintained and attractively presented. One reason the "Big Bucket" approach has not been very effective in this area is the lack of previous sufficient funding. This lack has meant that the Ranger District personnel have been able, in the past, to just "keep the doors open," clean the facilities to only minimum standards, and attend to the only most obvious safety problems. The responses to the questions on the questionnaire concerning recreation facilities demonstrate the concern of the Forest personnel. (See Figure 1).

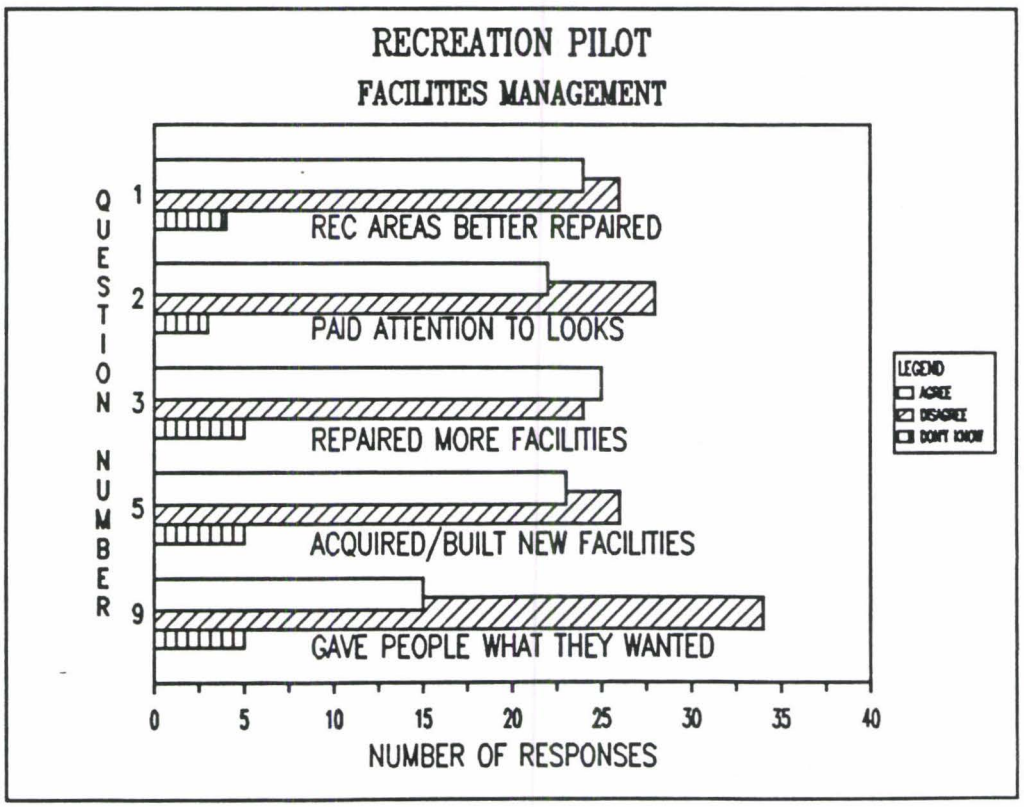

Figure 1. Responses Concerning Recreation Facilities

As Figure 1 shows, the respondents believe that more attention needs to be directed toward providing the public with the facilities it wants and toward improving the appearance of the facilities. The respondents are about evenly divided in their judgments concerning the repair and new construction

of Recreation facilities. Some responses to additional items on the questionnaire pointed out a number of other than ordinary accomplishments in this area:

Replaced grills, picnic tables, toilets and signs.

Rehabilitated trailheads, camp and picnic sites, and maintained more trails.

Refurbished signs on the district (including Recreation Areas).

Though the "Big Bucket" approach has had some success in improving facilities, clearly, much work in this area still needs to be done.

3.2 *Operation of Recreation Programs*

The interviews suggested that perhaps one reason for the "big bucket" approach not working as effectively in the operation of the Recreation programs as might be possible is the demand placed on personnel by the Forest's Integrated Resource Management Program. Once the demands of this program have eased, personnel should be able to make a better use of the opportunities provided by the "Big Bucket" approach.

Again, lack of funding has considerably affected the traditional seasonal administration of recreational facilities. Yet, a sharing of expertise among Districts has occurred by having two Wilderness Rangers work multi-District assignments. Also some Ranger Districts have made use of the flexibility inherited in the "Big Bucket" approach and deployed other District personnel (timber or wildlife/range technicians) to administer the recreation programs. The responses to the questions about the operations of the recreation programs confirm the belief that there are real weaknesses in this area. (See Figure 2).

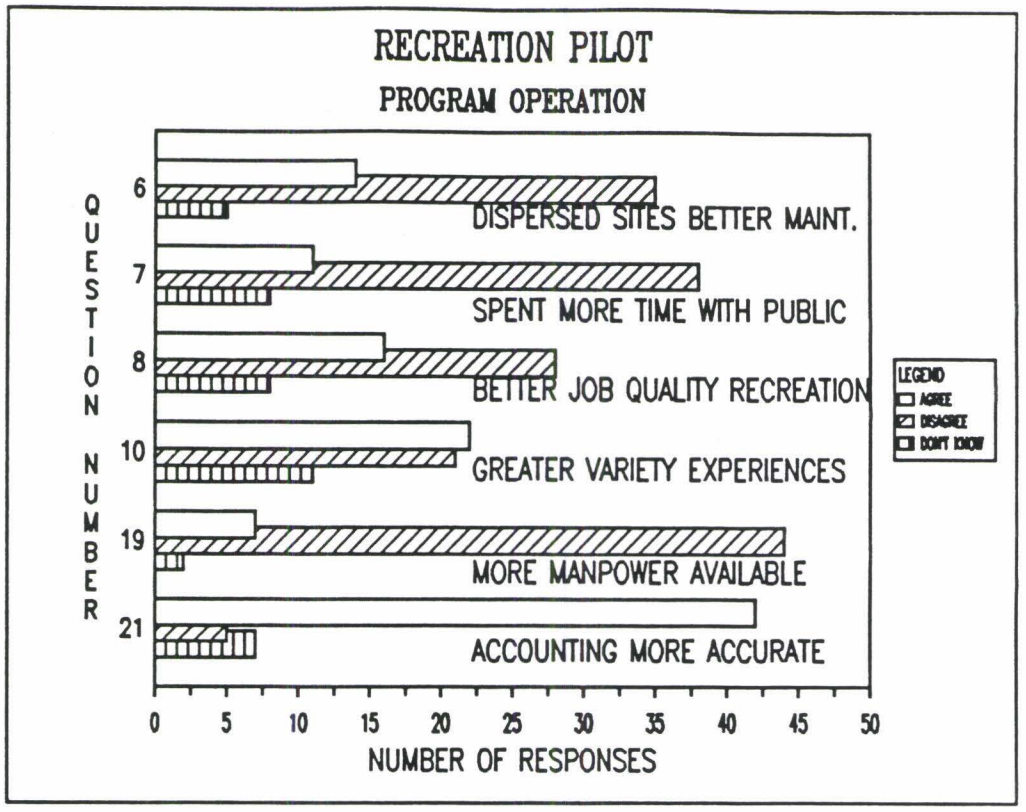

Figure 2. Responses Regarding Program Operation

As Figure 2 demonstrates, there is strong agreement that the "Big Bucket" approach has made the accounting procedures much more accurate than before, and it has perhaps allowed for a slightly greater variety of program experiences than before. The responses emphasize a need for greater attention and/or increased funding for more manpower in order to permit better maintenance of dispersed sites, more opportunity to serve the public, and to perform a better job of quality recreation.

Some of the comments respondents made concerning program operation are as follows:

> **"There has been a time-saving factor in not 'balancing out' our accounts. The time being 'charged as worked' has resulted in employees being more cost-conscious of time spent on a particular job." (In fact, five to six person-weeks in budget/financial planning have been saved in each Ranger District.)**
>
> **"Have been able to buy what was needed and get work done without worrying about whether or not we were going to 'overspend'. The 'Big Bucket' concept eliminated many problems such as not charging too many days to one project, balancing accounts, and asking people to lie."**

3.3 *Attitude of Recreation Management Personnel*

Although the "Big Bucket" approach has not considerably improved recreation facilities or program operations, the Forest personnel agree that, for the most part, the personnel's attitude has greatly improved. (See Figure 3).

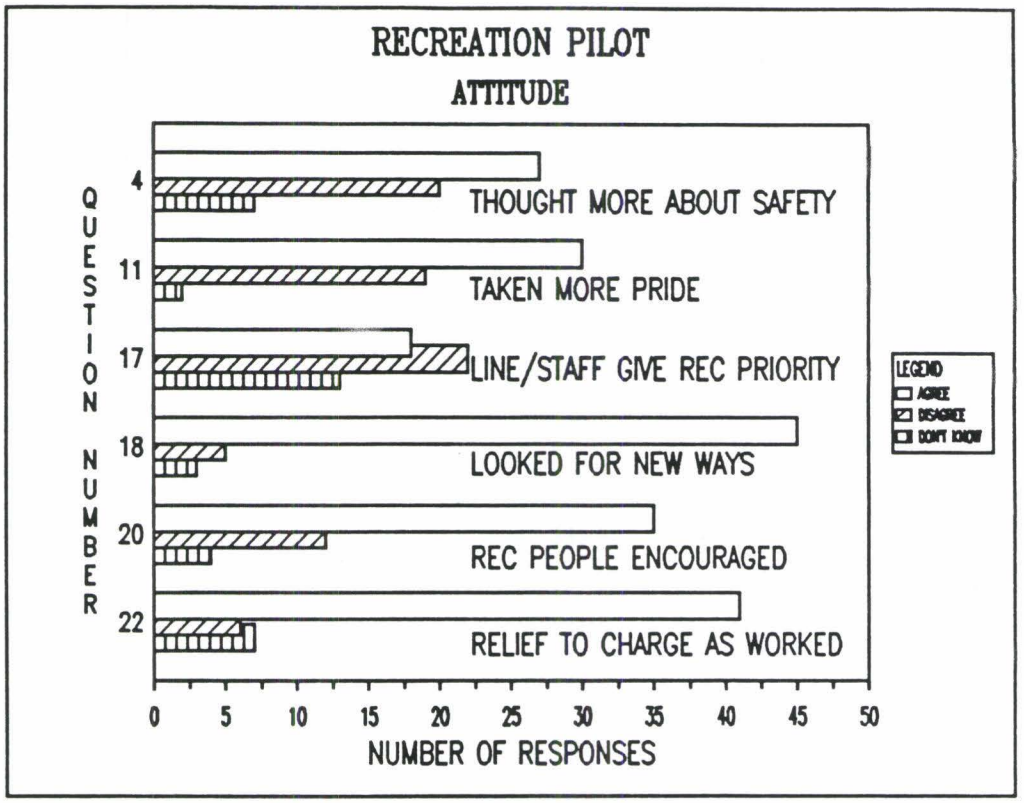

Figure 3. Responses About Attitude

As Figure 3 indicates, the Recreation Management personnel believe that all areas concerning attitude, except that of the Line/Staff being given more recreation priority, have greatly improved because of the "Big Bucket" approach.

Some respondents commented that:

> **"Employees are enjoying the loosened up atmosphere and are thinking more about new ways to do things that ever before. The freedom to choose, think, and accomplish is what has been enhanced."**
>
> **"Shows that good ideas can come from the bottom up. Lower graded employees can come up with good ideas."**

This improvement in attitude is an excellent sign for continued enhancement of the Recreation Management Program. Personnel who have a positive attitude about their role in the Forest programs form the foundation for all aspects of the Forest's services. This better attitude has led to increased coordination be-

tween Recreation Management and the Missouri Highway and Transportation Department in the placement of Forest Recreation informational and directional signs. It has also enabled Recreation personnel to work more closely with other agencies and with universities to exercise more innovation in providing Recreation opportunities.

3.4 *Planning in Recreation Management*

The responses to the questions concerning more active and effective planning for recreational uses suggests that this is another area in which the "Big Bucket" approach has enriched the Recreation Program. (See Figure 4).

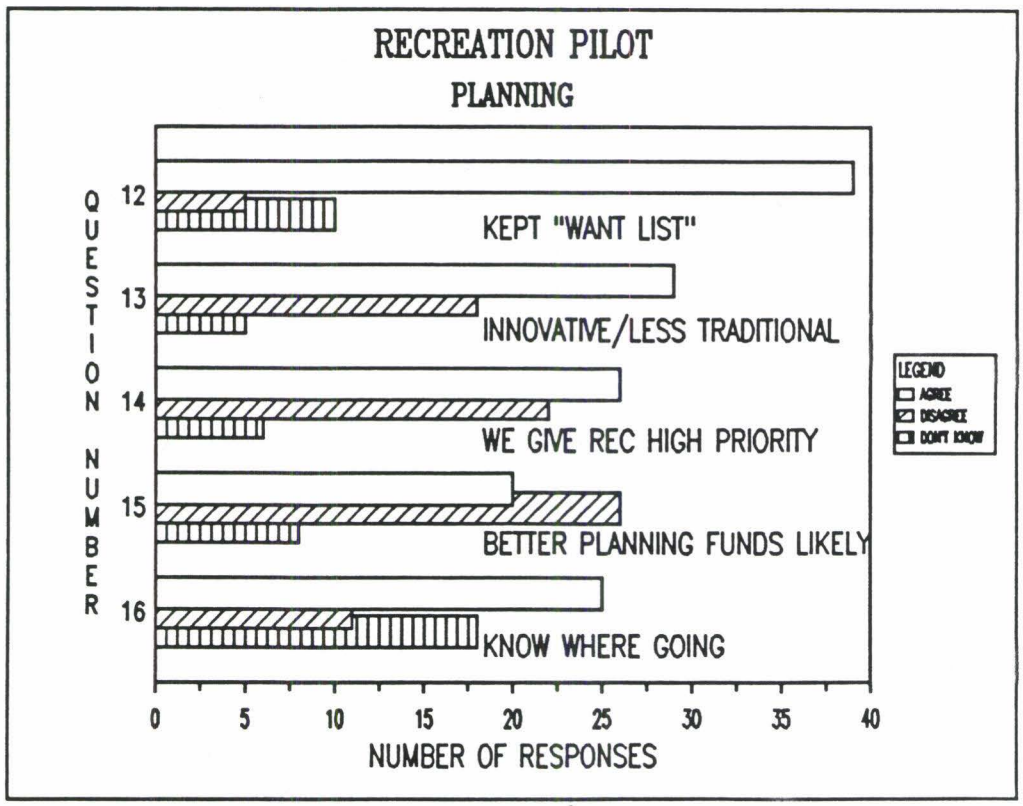

Figure 4. Responses Relating to Planning

Figure 4 shows that, except for expectation of receiving increased funds for better planning, most respondents agree that the concerns of planning have improved. More personnel are now keeping a "want list" to establish future needs; they have become more innovative in their planning, and most seem to have a good idea of the direction the recreation programs are taking. Still, the fact that one-third of the respondents are not certain of the goals of the Recreation Management Program suggests a need to more concretely determine goals.

Some of the respondents' comments reflect these concerns about planning:

> **"Projects are more likely to, at least, get a second look rather than to be shelved because of no funds. Also ideas for improvement are more likely to be offered and considered (even accepted) due to the flexibility offered by the 'Big Bucket.' Financing is less of a deterring factor."**

> **"There has to be a greater awareness of the need for and the purpose of a quality recreation program. Good programs don't just happen--they are the result of planning, commitment, and wise investment. Until recreation is given the significance that timber goals, wildlife acres, and other goals are given, I'm afraid that our program will suffer. I think we have been fortunate to have individuals who take personal pride in our program--they have kept it afloat."**

3.5 *Financial Analysis of Recreation Management*

Analysis of Forest expenditures for 1984-1987 reveals a generally declining overall budget. At the same time, records display a trend of increasing expenditures for recreation. This increase indicates the Forest leadership's sense that Recreation Management deserves a higher priority in the overall Forest services than it has had heretofore. (See Figure 5).

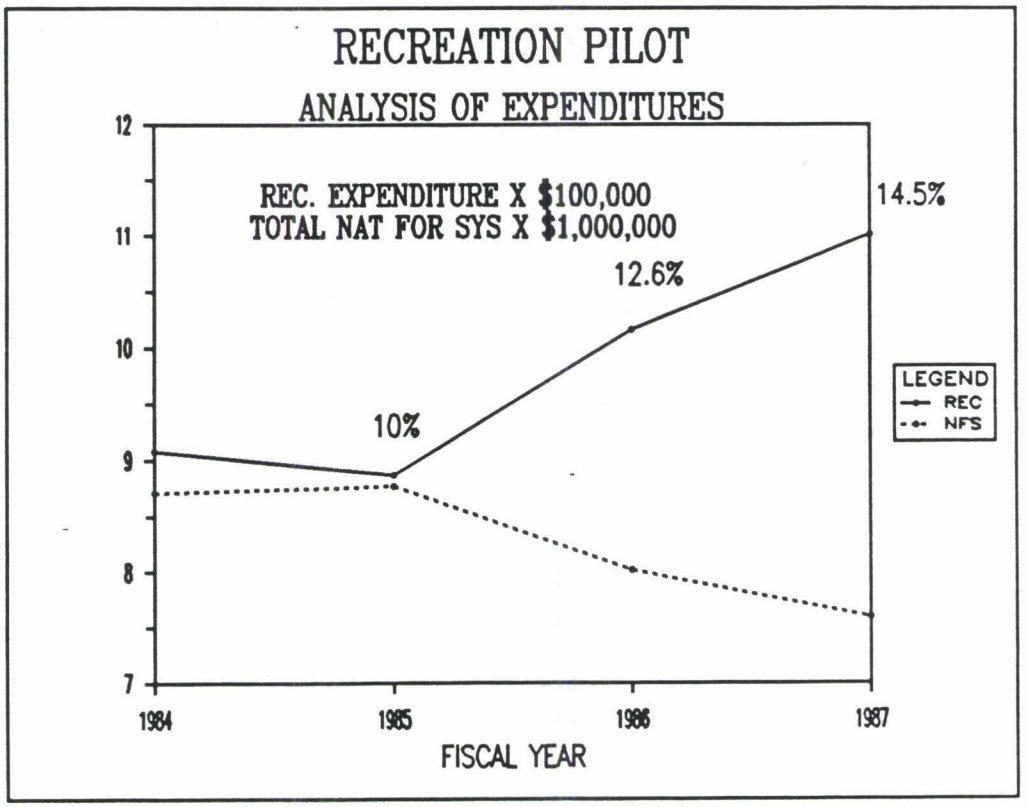

Figure 5. Analysis of Expenditures

Figure 5 shows that during 1984 and 1985, recreation expenditures equalled just over ten percent of the total National Forest System budget, while, in 1986, the recreation amount rose to 12.6 percent and to 14.5 percent in 1987. Although accountability for recreation expenditures are, no doubt, more accurate in 1986 than before, the continued increase in 1987 supports the argument that more dollars have been made available for Recreation Management during the "Big Bucket" pilot study. Recreation Management, however, has not been the only resource area to reflect increased expenditures during the pilot study period. (See Appendix B, "Discussion of Other Resource Changes," for explanation of the shift in expenditures during this period.)

In reviewing our Pilot Study accomplishments, (See Appendix D - MTNF PILOT STUDY RESULTS - YEAR TWO), we know we've given strong emphasis to recreation needs when savings or efficiencies have allowed "extra" project work. More than half the additional projects were in recreation management ($90,000 vs. $170,000).

Some responses to the question, "If we haven't taken advantage of flexible financing, how might we?", include:

"We have flexible financing, but a mind set on traditional outputs. Recreation must establish a Forest-wide priority of projects and then start financing them."

"Quit making 1900-4's and dividing up the money."

"I feel we have [taken advantage of flexible financing] and in a year from now some of these responses would probably be more positive."

"...units should be able to use their recreation fees as they see fit."

"What we need to do is put more emphasis on our developed recreation program."

4. Conclusion

The "Big Bucket" approach has lifted hopes and morale of District personnel. Additionally, it has made possible more accurate accounting of expenditures, the repair of some existing facilities, and the acquisition of some new facilities. Some Districts have taken the opportunities "Big Bucket" provides to correct discrepancies and make major improvements, while others have not had the time (or taken the time) to do so. Consequently, the "Big Bucket" approach has not resulted in a uniform enhancement of operations or conditions of recreation facilities.

4.1 *Strengths*

The strength of the "Big Bucket" approach is the flexibility it allows the District Rangers to use funds for programs and facilities they consider of high priority. Because some decisions are now being made at the District level, there has been a considerable uplift in the attitudes of the personnel at this level.

Some recognizable improvements the "Big Bucket" approach has enabled are:

saving of five to six person-weeks in budget/financial planning in each Ranger District.

accuracy in project costs results from charging as-worked rather than trying to make amounts "zero out."

sharing of expertise among Districts by having two wilderness Rangers working multi-District assignments.

efficiency in personnel use by having "timber" or "wildlife" personnel help operate and manage Recreation programs.

coordination with the Missouri Highway and Transportation Department to improve Recreational facilities' informational and directional signs.

working more closely with other agencies and with universities to achieve more innovation in providing Recreational opportunities.

4.2 *Weaknesses*

Although some improvements have been made throughout the Recreation Management program, the "Big Bucket" approach has not been as effective as it might have been because of a conservative mind-set throughout much of the Forest. As one respondent commented. "There is a real shortage of manpower and dollars to accomplish needed projects. Recreation still suffers because it is not directly tied to easily identifiable targets and goals. Other functions still take priority, e.g., Timber, Range, Wildlife, etc."

5. Recommendations

The "Big Bucket" approach is working and should be continued.

A more positive attitude toward the role of Recreation on the Forest needs to be developed. The Forest Supervisor must validate Recreation as important a use of the Forest as any of the other uses. The District Ranger must be committed to increased manpower and funding levels to really improve facilities and programs.

A clearer sense of the Recreation goals must be developed by and communicated at all levels. To accomplish this, all units must give priority to analyzing their recreation programs (the objectives, inventory, assessment and plan). All employees and the appropriate public sector should be involved in this analysis.

APPENDIX A

Analysis of Expenditures--Mark Twain National Forest
(Refer to Appendix B for discussion on various projects)

ANALYSIS OF EXPENDITURES - MARK TWAIN NATIONAL FOREST
FY 1984, 1985, 1986, 1987

Appropriation Item and Projects	FY 84 Expend.	FY 85 Expend.	FY 86 Expend.	FY 87 Expend.	Percent 87 to 84	Percent 87 to 85	Percent 87 to 86
REGULAR FUNDS							
NATIONAL FOREST SYSTEM:							
Lands and Resource Protection:							
Mineral Area Management	139,843	154,241	90,357	180,297	128.92	116.89	199.53
Special Land Use	72,889	68,731	140,322	131,585	180.52	191.44	93.77
Land Ownership Status and Planning	3,767	1,839	38,761	28,361	752.88	1,542.19	73.16
Land Exchange	117,612	240,496	235,706	241,975	205.74	100.61	102.65
Landline Location	508,668	416,901	398,955	377,618	74.23	90.57	94.65
Maintenance of Facilities	87,007	88,013	86,952	66,768	76.73	75.86	76.78
For.Fire Prt. & Fighting For. Fires	860,799	782,776	552,877	576,511	66.97	73.64	104.27
Cooperative Law Enforcement	105,967	103,649	102,698	91,013	85.88	87.80	88.62
Forest Road Maintenance	491,923	390,908	589,530	373,578	75.94	95.56	63.36
Forest Trail Maintenance	48,126	26,124	91,172	28,051	58.28	107.37	30.76
Drug Enforcement				10,145			
Total, Land and Resource Protection	2,436,601	2,273,673	2,327,325	2,105,902	86.42	92.62	90.48
Renewable Resource Management & Utilization:							
Sales Administration & Management	1,431,518	1,275,116	1,418,909	1,350,156	94.31	105.88	95.19
Reforestation & Stand Improvement	868,726	1,233,160	396,051	317,497	36.54	25.74	80.16
Recreation Use	908,337	887,231	1,016,181	1,097,861	120.86	123.74	108.03
Wildlife & Fish Habitat Management	578,175	516,188	559,382	556,951	96.32	107.89	99.56
Range Management	296,039	379,818	362,958	259,912	87.79	68.43	71.60
Soil & Water Management	265,362	243,192	225,188	185,164	69.77	76.13	82.22
Total Renewable Rsrc. Mgt. & Utilization	4,348,157	4,534,705	3,978,669	3,767,541	86.64	83.08	94.69
General Administration	1,926,504	1,961,039	1,711,574	1,718,082	89.17	87.60	100.37
TOTAL, NATIONAL FOREST SYSTEM	8,711,262	8,769,417	8,017,568	7,591,475	87.14	86.56	94.68
CONSTRUCTION:							
Construction of Facilities:							
Constr. for Fire, Admin. & Other Purposes	24,075	12,430	202	0	0	0	0
Recreation Use Areas Construction	191,824	110,390	487,825	144,208	75.17	130.63	29.56
Forest Road Construciton	1,573,849	1,524,809	1,056,006	1,182,906	75.16	77.57	112.01
Forest Trail Construction	42,690	25,014	6,057	0	0	0	0
TOTAL, CONSTRUCTION	1,832,438	1,672,643	1,550,090	1,327,114	72.42	79.34	85.61
LAND ACQUISITION	231,314	223,298	20,696	87,947	38.02	39.38	424.94
TOTAL, APPROPRIATED FUNDS	10,775,014	10,665,358	9,588,354	9,006,536	83.58	84.44	93.93
PERMANENT APPROPRIATIONS:							
Working Funds:							
Timber Salvage Sales	61,784	146,601	184,429	140,777	227.85	96.02	76.33
Operation & Maintenance of Quarters	0	16,067	17,934	17,549	0	109.22	97.85
TOTAL, PERMANENT APPROPRIATIONS	61,784	162,668	202,363	158,325	256.25	97.33	78.23
TRUST FUND:							
CWFS-KV	1,319,638	1,215,901	1,644,485	1,957,098	148.30	160.95	119.00
CWFS-OTHER	42,687	41,338	60,334	39,578	92.37	95.32	65.94
TOTAL, TRUST FUND	1,362,325	1,257,239	1,704,819	1,996,671	146.49	158.73	117.06
TOTAL, REGULAR FOREST SERVICE	12,199,123	12,085,265	11,495,536	11,160,533	91.48	92.34	97.08
TRANSFER FUNDS							
FEDERAL-AID HIGHWAY TRUST, FHWA-DOT	8,498	8,576	9,979	9,001	105.91	104.95	90.19
SENIOR COMMUNITY SERV. EMPL. PROGRAM, DOL	626,118	603,479	622,133	604,431	96.53	100.15	97.15
TOTAL	12,833,739	12,697,320	12,127,648	11,773,965	91.43	92.72	97.08

Appendix B

Discussion of "Other" Resource Changes
(To view specific data refer to Appendix A)

Minerals

The beginning of the Pilot Study coincided with a significant decline in the minerals program. Prior to that considerable exploration occurred; allocation of adequate funding lagged the high activity period, hence, more than needed funding in 1986. 1987 expenditure reflects increase in administrative costs relating to a major EIS effort.

Special Uses

Special uses administration has traditionally been underfunded with other resources "paying the bill." With accurate accounting in 1986 and 1987, the magnitude of long-needed funding is indicated.

Land Exchange

The lands program expenditures above estimated allocation resulted from "plans on the shelf." The Forest has had very active programs for many years and still has opportunities to improve land ownerships.

Forest Fire Protection

Much of the recreation work had been charged to fire and was performed by personnel on standby. Accurate reporting in 1986 and 1987 reflects the magnitude of needed recreation work charged to fire.

Road Maintenance

Road maintenance needs have fluctuated, but savings have been realized with efficiencies of contracting.

Trail Maintenance

1987 savings were realized largely because of volunteers. Trail maintenance is one of the most popular volunteer jobs.

Timber Sale Administration

Accuracy in reporting in 1986/1987 reflect more true costs; previously charges were made to Fire while sale administrators were on Fire Standby.

Reforestation and TSI

Savings have been realized because of efficiencies in contracting. Also, some timber stand improvement has been accomplished as a result of commercial timber sale activity.

Wildlife Habitat Management

1986 and 1987 expenditures indicate priority placed on wildlife management.

Soil and Water Management

Expenditures below allocation indicate a declining program; soil surveys are nearing completion. Efficiencies including contracting resulted in less expenditure than expected.

General Administration

Expenditures for permanent full time personnel has been declining since 1980 when the organization employed 355 people. In 1988, the number of permanent personnel is 225.

This questionnaire will help me fulfill requirements for completion of the Professional Developement for Outdoor Recreation Management Program at Clemson University. More importantly, we need to know more about the effectiveness of our creative financing ("The Big Bucket") Pilot Study effort.

Please take a few minutes to respond to the twenty-two statements I've presented. Then, if you are familiar with the questions (A, B, C), I would like for you to jot down your thoughts, plus anything you want to say about the subject of "Big Bucket Financing" relating to Recreation.

You may remain anonymous - the questionnaires aren't coded or anything like that. If you would like, you may detach the lower portion so District projects cannot be identified with the twenty-two (22) statements response.

I'd appreciate getting the response back just as soon as you can.

Thanks a lot,

BOB MAY

PLEASE CHECK THE APPROPRIATE BOX:
If you aren't familiar with a particular subject,you may check DON'T KNOW.

During the last couple years:

STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	DON'T KNOW		
4	20	18	8	4	1.F	Campgrounds and picnic areas have looked better and are generally in better repair.
5	17	16	12	3	2.F	We've paid more attention to how things look: signing, mowing, trimming; litter, parking control, fireplace cleaning and painting/staining.
6	19	18	6	5	3.F	We've repaired or replaced more facilities (tables, signs, posts, etc.).
6	21	14	6	7	4.T	We've thought more about public safety.
5	18	17	9	5	5.F	We've acquired new things or built new facilities.
0	14	28	7	5	6.O	Dispersed sites (places of concentrated use: parking, picnic sites camps, etc.) have looked better, and have been maintained better.
6	5	23	15	8	7.O	We have been able to spend more time visiting with the public and explaining things.
0	16	19	9	8	8.O	We have done a better job of providing quality Recreation.
0	15	19	15	5	9.F	We've been better able to give people what they want (facilities, types of experiences).
3	19	15	6	11	10.O	We have provided a greater variety of experiences across the Recreation Opportunity Spectrum.
4	26	14	5	2	11.T	I have taken more pride in our Recreation Program.
17	22	5	0	10	12.P	We have kept a "want list" or have identified some things we would like to accomplish if had extra money or savings.
8	21	13	5	5	13.P	We've been more innovative in our planning; less conservative, less traditional.
5	21	17	5	6	14.P	In our planning process, Recreation has been taken more seriously and given as high a priority as other resources areas.
2	18	19	7	8	15.P	We've done a better job of planning because needed funds were more likely to be available.
2	23	9	2	18	16.P	I've known what's in the Forest Plan Recreation Direction; I've known where we are heading.
2	16	19	3	13	17.T	Line and Staff have given the Recreation Program higher priority than before.
9	36	5	0	3	18.T	We've looked for new ways of getting the job done.

C. If we haven't taken advantage of flexible financing, how might we?

APPENDIX D

MARK TWAIN NATIONAL FOREST ... PILOT STUDY RESULTS - YEAR TWO

The Mark Twain National Forest increased employee involvement in the Pilot Study in FY 1987 and continued our commitment to trying new ideas and evaluating results.

The Pilot Study objectives and pilot process were discussed with all employees in a series of family meetings in February 1987. A total of 381 new Pilot Proposals came from these meetings. An additional 93 new proposals were submitted by employees during this fiscal year.

Review of proposals this year was done either by Supervisor's Office Staff or by teams of Supervisor's Office and District employees. The Forest Management Team met regularly to review and make decisions about proposals. As of September 30, 164 of the 474 proposals received in FY 87 were approved, 56 were pending in the Regional Forester's or the Chief's Office, and 44 were pending at the Forest level. Some of the proposals approved on Forest were operational changes; others were things we already had authority to do. We discovered that the Pilot process not only gives us the opportunity to test new ideas, but also to clarify with employees things they can already do and to express management support for employee ideas that fall outside the Pilot Study.

The Forest issued a revised Pilot Study Handbook in November, 1986. The Handbook includes a description of Pilot proposals being tested and instructions for implementing the proposals. We are currently adding new proposals to the Handbook about once per month. Our objective is to review and begin testing approved proposals as soon as possible. We are succeeding in making the "Bottom Up" approach to management of the Forest into a way of life.

The pilot budget structure continued to be a very cost-effective test this year. Results of using the new budget structure include:

An estimated 5-6 person weeks saved on each district in preparing and managing the budget. Significant additional time saved by Supervisor's Office Staff.

More accurate unit costs because of charging as worked. In addition, some project employees report greater effort and enthusiasm to perform work cost-effectively.

Funding of a number of priority projects using available budget savings and the flexibility of the new budget structure. Some of the additional projects funded were:

Silver Mines Water System	**$51,100**
Roby Lake Dam	**11,800**
Potosi Site Water System	4,500
Berryman Road	13,000
Winona Electrical Rehabilition	6,336
Recreation Access Improvements	**4,100**
Asphalt Rehabilitation, Three Districts	14,916
Potosi Lighting	2,974
Reconstruction of Two River Docks	**4,000**
Construction of 0.7 Miles of Trail	**800**
Fourche Lake Boat Ramp and Parking Lot	**2,000**
Float Camp Handicapped Parking Facilities	**1,000**
Council Bluff Weed Control	**8,000**
Property Boundary Survey	31,000
Site Prep Contract Costs In Excess of Planned Costs	5,997
Cultural Resource Contract Add-On	**1,409**
Added One MMBF to Timber Sell Program	8,000
Costs of Operating Council Bluff Rec. Area In Excess of Planned Costs	**6,000**

In addition, the Mark Twain was able to fund approximately $140,000 in transfers of station and lump sum leave payments for retirees. Potosi Ranger District was able to fund extended sick leave in the amount of $13,500 and still meet its targets. We were also able to purchase approximately $125,000

As part of the year-end evaluation, Mark Twain employees identified proposals implemented since the beginning of the Pilot Study that have improved productivity or service to the public. Successful proposals will be recommended to the Chief for use Service-wide.

In addition to continuing to test previously approved ideas, we added some new tests in FY 87. Some of the proposals we began to test in FY 87 were:

- Authority to use Statements of Value for appraisals under $25,000. This saves appraiser time and S.O. case processing time.

- Increase in dollar limit for use of last owner searches as acceptable title evidence for rights-of-way increased from $500 to $1000. This saves case processing time.

- A one-page announcement of timber sales is sent to prospective bidders instead of a multi-page prospectus. Interested bidders request copies of the prospectus and bid forms. This saves copying and mailing costs.

- Requirement to do annual mineral permit inspections was dropped. Rangers are now required to do inspections before on-ground activities begin and prior to releasing the bond. Other inspections are at the Ranger's discretion.

- Forest Supervisor was delegated authority for publishing all recurring publications. Forest Supervisor was also delegated authority to approve the use of two or more color inks in printing. Both of these changes save the time required to obtain authorization from the R.O. Publications Committee and W.O. Office of Information.

- For short-term special uses, fees are waived when they are less than the collection costs. For long-term special uses, computed fees can be collected over a five-year period at the permittee's option.

- District Rangers were delegated authority to sign cooperative law enforcement agreements.

- District Rangers were delegated authority for road projects up to $10,000 after review by the Shared Service Engineer.

- Forest Engineer was delegated authority for water and sanitation projects.

- Staff Officers and Rangers were delegated authority to make selections for temporary positions.

- We are testing the use of a simplified format for requisitions for simple purchases. Savings is primarily in staff time for preparing requisitions.

Mark Twain employees continue to be enthusiastic about the Pilot Study. The following are some of the responses from employees to the question "What positive changes have resulted from the Pilot Study?" This question was asked as part of the year-end evaluation.

> **"Employees are enjoying the loosened up atmosphere and are thinking more about new ways to do things than ever before. The freedom to choose, think and accomplish is what Pilot has enhanced."**
>
> "A mindset of 'how can we' instead of 'why can't we'."
>
> "I think the frustration level has dropped. If something doesn't work or is a waste of time and effort, then change or eliminate it."
>
> "A feeling that 'you can fight city hall'."
>
> "People on the ground have a little more ownership in their jobs."
>
> **"Shows that good ideas can come from the Bottom Up. Lower graded employees can come up with good ideas."**
>
> "It has lifted up our spirit, especially when we have been impacted by FLMP implementation, workforce management studies, etc."

"Some level of creativity not present before Pilot."

"I like the changes that eliminate intangible problems like procedures with too many associated deadlines and no payoff, and illogical or dumb requirements with no payoff."

"Fewer duplicate reports. Less frequent reporting."

"Communication has greatly improved. We already had authority for lots of the changes proposed."

ROBERT L. MAY
Mark Twain National Forest
401 Fairgrounds Road
Rolla, MO 65401

314-364-4621

William L Kickbusch

WILLIAM KICKBUSCH
Recreation Staff Officer

B. Eric Morse

B. ERIC MORSE
Forst Supervisor

Audience:

The principal addressee for this project is the Forest Supervisor. Results of this effort, however, should benefit all managers utilizing or who may utilize a budget and accounting system similar to the one being pilot tested by Mark Twain (called the "Big Bucket" at the field level - major funding categories by others).

BENEFITS TO FOREST RECREATION
PROGRAM FROM PILOT CREATIVE FINANCING

"Forest recreation has never been funded to an adequate level". People have traditionally cheated, "scrounged", or stolen time to hold recreation programs together, often times with resultant substandard services provided.

In 1986 the Mark Twain National Forest, selected as a pilot forest to find smarter ways of doing business, was allowed to "pour" functional "pails" into big appropriation "buckets" and use funds with much more flexibility. We know some other-than-traditional recreation work/services have been accomplished in the past two years but we don't have a good picture of how effective the "Big Bucket" approach has been in shifting funds to achieve the balance reflected by the Forest Land Management Plan in general and delivery of the recreation resource in particular.

Objectives:

1. Inform management how the Pilot Study initiative has helped (or not helped; our recreation management.

2. Explore reasons for less than fully creative use of the "Big Bucket" to adequately fund recreation.

3. Answer the question; has the flexibility to reprogram funds at the field level had an effect on the delivery of the recreation resource on the Mark Twain - why - why not?